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THE GOVERNANCE OF TEACHER EDUCATION

by Robert Howsam

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FOREWORD

In a time of flux in relationships of trainers of educational personnel, both on campuses and in other places, Robert Howsam has provided a useful analysis of governance. Never has the question been more important. The U.S. Office of Education, professional associations, state education agencies, and local school agencies are analyzing roles and responsibilities of all kinds of personnel concerned with pre- and in-service school personnel.

Howsam attempts to delineate differences between responsiveness and responsibility. He advocates responsiveness to the needs of all affected by the U.S. educational system and clear definitions of who is responsible for what. His viewpoints are but a selection from the many which could be presented.

The views expressed herein are those of Howsam. The Clearinghouse staff, Clearinghouse sponsors, and the U.S. Office of Education do not necessarily advocate or support his views. This monograph is presented to the education community as part of continuing efforts to create interest in significant topics, to take actions which are appropriate of the American educational system.

We acknowledge with appreciation the work done by the former AACTE Committee on Studies which suggested this topic and Howsam as the writer and worked with him to bring it to completion. Credit is due also Ms. Margaret Donley, Clearinghouse publications coordinator, and Ms. Christine Pazak, publications assistant, for bringing the manuscript to its completed state.

You may do further research on this topic by checking issues of Research in Education (RIE) and Current Index to Journals in Education (CIJE). Both RIE and CIJE use the same descriptors (index terms). Documents in RIE are listed in blocks according to the clearinghouse code letters which processed them, beginning with the ERIC Clearinghouse on Adult Education (AC) and ending with the ERIC Clearinghouse on Vocational and Technical Education (VT). The clearinghouse code letters, which are listed at the beginning of RIE, appear opposite the ED number at the beginning of each entry. "SP" (School Personnel) designates documents processed by the ERIC Clearinghouse on Teacher Education.

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--Joel L. Burdin
Director

February 1972

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TOPIC: *"The Governance of Teacher Education."*

DESCRIPTORS TO USE IN CONTINUING SEARCH OF RIE AND CIJE:

- *College Role
- *Governance
- *Intellectual Disciplines
- *Professional Education
- *Teacher Education

*Asterisks indicate major descriptors.

THE GOVERNANCE OF TEACHER EDUCATION

by Robert Howsam

It is widely acknowledged that the educational systems of this country are in serious difficulties. Admittedly, there are few if any institutions of the society that are not also in trouble. But it still remains that, of all the institutions rendering service to the public, the schools may be the most threatened.

Central to the problem of quality education is the challenge of preparing teachers of great professional competence. Success in this endeavor must depend upon a competent teacher preparation process. For whatever reason, and they must be many and complex teacher education has failed to develop a stature and a capacity comparable to the preparation programs of other professions. On campus and off it continues to be the butt of unkind and disparaging remarks. In addition, it does not have the vigorous support of the teachers who have experienced it.

Tragic as this is for the profession of teaching, the real disaster is in the schools. Beset by problems of social change on the one hand and by exponential growth of the need for new knowledge, insights, and skills on the other, the schools stand nearly still. Neither the schools nor the profession seem adaptive enough to keep pace with the times.

It is the thesis of this paper that (a) education generally and teacher education in particular are disadvantaged by faulty governance systems and structures, (b) many of the problems of education stem directly or indirectly from these faulty structures, and (c) there is urgent need for whole new sets of assumptions about the governance of education and teacher education.

It is not within the scope of this paper to be exhaustive of the topic or to review earlier writings. Rather, this paper will attempt to highlight the perceived issues and sketch proposed solutions.

To understand the governance of teacher education it is necessary to examine the relationships which exist between and among the several systems and/or subsystems which comprise the education system. Involved in varying degrees are the following:

1. Teacher education as it exists on college and university campuses,
2. The colleges and universities,
3. The operating units (schools) which employ the graduates of teacher education programs,
4. The organized teaching profession,
5. Governmental units which have direct relationships with teacher education,
6. Extralegal organizations such as accrediting associations, and
7. The broader society.

TEACHER EDUCATION ON THE UNIVERSITY OR COLLEGE CAMPUS

As Daniel E. Griffiths (1971) of New York University recently pointed out, "One of the genuinely constructive contributions of the United States to the world of higher education is the concept that lower-school teachers should be educated in universities [p. 1]." The moves to include elementary teacher preparation on university campuses and to convert teachers colleges to universities have been completed.

The education of high school teachers has long been considered the proper concern of the university. This is not a mere historical accident. The difference lies in the respective emphasis on academic and professional preparation. The secondary school teacher was seen as essentially a scholar (often a second-class citizen within the academic community) with a reluctant and thin overlay of professional work. However, elementary teachers, because of the breadth of their responsibilities, fitted less comfortably into the university program; the much more extensive professional program was aimed at them as was suspicion of their academic competence. It is interesting to keep this dichotomy in mind as the place of education within the university system is examined.

The university is a particular kind of social institution, established for a recognized purpose by the society. It is concerned with valid knowledge (truth, if one prefers). Concern for valid knowledge is not, however, a simple or unitary phenomenon. The concern can be expressed in a variety of ways on a continuum which ranges from the search for knowledge at one end to the use of knowledge at the other [See Figure I].

FIGURE I. KNOWLEDGE CONTINUUM

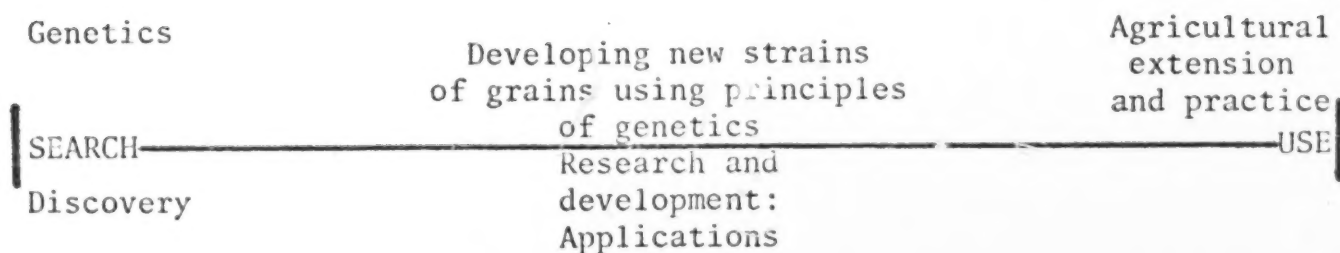
SEARCH

USE

Along the continuum lie a variety of activities. Pure research and other forms of the pursuit of basic truth lie at the "Search" end of the continuum. In the middle ranges of the continuum are found the efforts to make useful applications of knowledge to human problems; this is commonly referred to as research and development. Efforts to disseminate knowledge accompany all positions on the continuum. At the "Use" end, the dissemination activities extend into efforts to modify human practices and ways of life.

An example of the range of activities on a university campus may be drawn from the field of agriculture [See Figure II] or from engineering, in which physicists seek valid principles, engineering schools apply these principles to problems of design, and engineers use the findings in designing actual structures.

FIGURE II. CONTINUUM OF AGRICULTURAL KNOWLEDGE

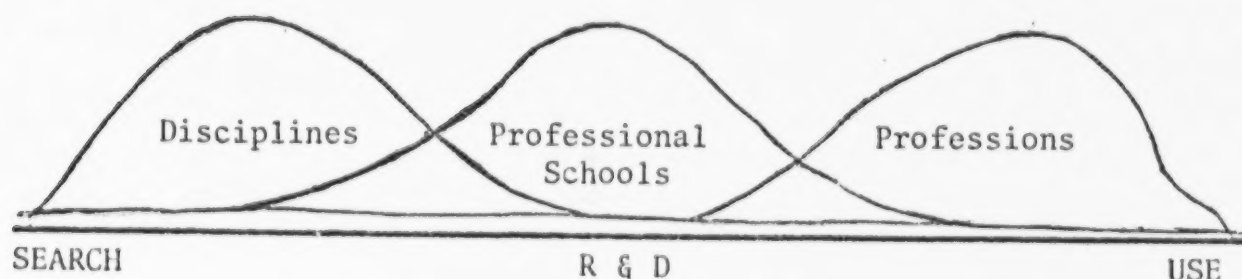


Over the years a reasonably clear organizational pattern for unlocking the secrets of nature, for discovering uses for the knowledge, and for purveying the benefits to society has emerged. Though no longer confined to universities, the first two functions commonly are found on campuses among the disciplines and professional schools. The third is conducted off the campus and within the society by professional members.

1. The disciplines seek basic knowledge within a delimited area of specialization (history, physics, psychology, music, and mathematics);
2. The professional schools, borrowing from the relevant disciplines and conducting their own application research, seek to expand the capacity of the profession to serve human needs (engineering, law, and business); and
3. The professions purvey the services to clients within the society.

The respective emphases of these three specializations may be illustrated by drawing distribution curves on the knowledge continuum [See Figure III].

FIGURE III
SPECIALIZATIONS ON THE KNOWLEDGE CONTINUUM



It should be noted that the groups are not mutually exclusive or discrete. Rather their areas of interest overlap and interface. Doctors may at times do pure research and sociologists may seek to improve the lot of men within their institutions rather than merely study them. Moreover, an individual does not necessarily fit neatly into any category or remain permanently in one category. Nonetheless the broad categories are clearly discernable within the society and the university.

In earlier times, universities were primarily concerned with the search for basic truth (often through philosophy) and with teaching. Modern universities are much more complex. They tend to be "multiversities," encompassing within their structures a wide variety of activities, emphases, and groups. The entire range of the continuum is represented in their activities.

Despite the range of activities and the overlap both within the university and with other institutions, it is possible to discern three types of campus units, two of which are the same as those referred to earlier.

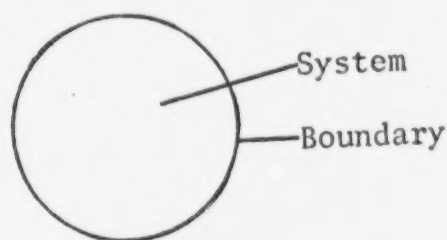
1. The disciplines. Customarily these are the departments of the college of arts and sciences, such as biology, English, political science, art.
2. Professional schools. Usually these are separate colleges or schools, each developing its profession and preparing personnel for it. Examples are law, business, pharmacy.
3. A variety of units charged with providing services, doing specialized research, cutting across disciplinary lines, etc. Usually such units have no students of their own. Examples might include a bureau of research and services, an office of international affairs, or a center for urban studies and services.

A Primer on Systems

It is convenient to use the concepts of systems to describe and analyze organizations and institutions. Throughout the remainder of this paper, systems constructs will be used. The concepts needed for present purposes are few and uncomplicated. For those less familiar with systems an explanation is presented here.

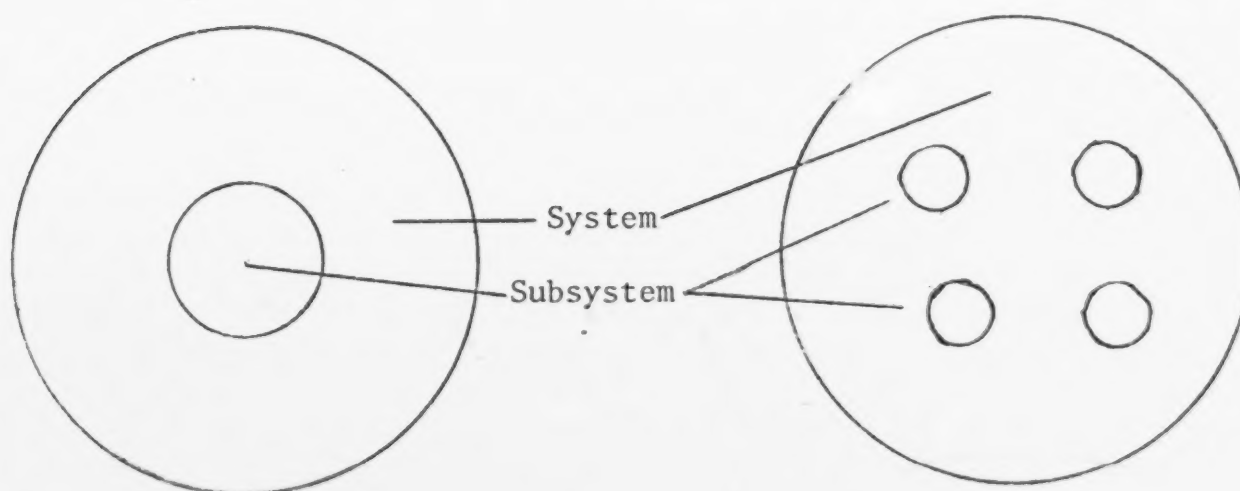
1. Definition
 - a) "A system is a complex of elements in mutual interaction." (Griffiths, 1964)
 - b) "A system is a group of interdependent elements acting together to accomplish a predetermined purpose." (Chorafas, 1965)
2. Systems are bounded. This is to say that it must be possible to identify what elements lie within the system. This is accomplished by establishing boundaries, even though these may be arbitrarily established. Often circles are used to represent systems with the circumference line being the boundaries.

FIGURE IV. SYSTEM



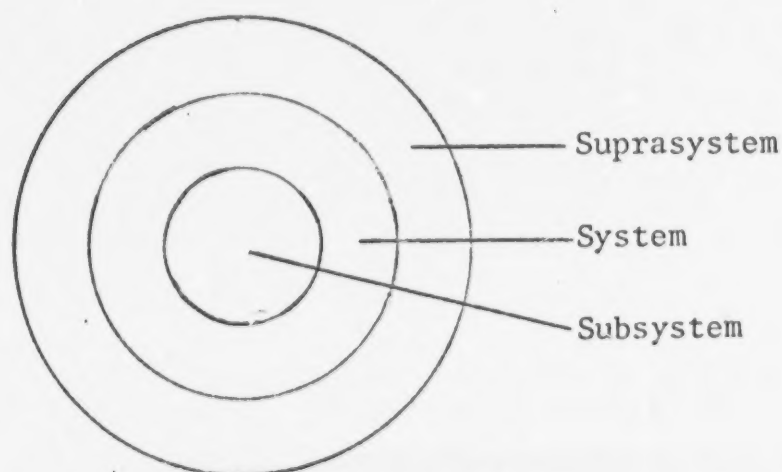
3. Systems are composed of elements of subsystems. Subsystems have the same properties as systems. All but the very smallest systems have subsystems.

FIGURE V. SUBSYSTEM



4. Systems have suprasystems which are a higher level of system. All but the very largest systems have suprasystems.

FIGURE VI. SUPRASYSTEM



5. Social systems, in addition to being boundaried, are
 - a) Purposive; goal-oriented;
 - b) Peopled; and
 - c) Structured; people have different roles and statuses.
6. Social systems are normative. This means that they have expectations for the behavior of the people and for the subsystems within the system. In this way they influence and control the behavior of members.

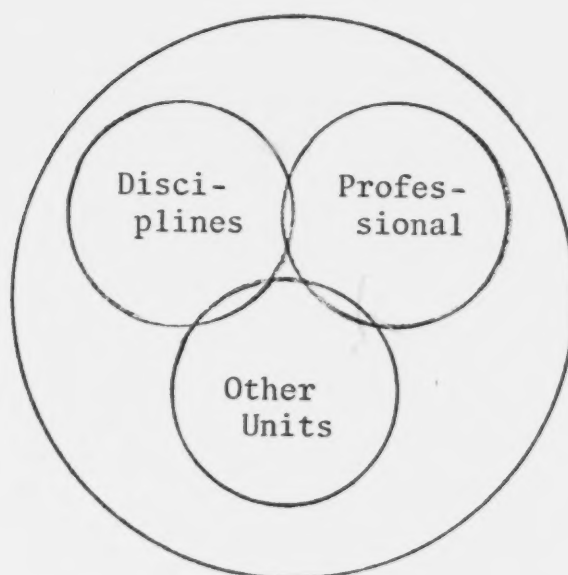
7. Social systems are sanctions bearing. They have means of rewarding those who conform to the norms of the system and of punishing those who do not. Exclusion--placing outside the boundary--is the ultimate in negative sanctions.
8. All open systems conduct transactions across their boundaries. They exchange energy and information; they have inputs from and outputs to the environmental systems.

The University Seen as a System

The university is an institutional entity. It is composed of elements or subsystems; thus, it may properly be viewed as a complex system.

Among its subsystems are its various colleges and schools. These units, as indicated by the distribution curves in Figure III, share some concerns but hold others to greater or lesser degree. Some are concerned with one part of the knowledge continuum while others are concerned with another.

FIGURE VII. A COMPLEX UNIVERSITY SYSTEM



The college of arts and sciences commonly is composed of subunits (subsystems), referred to as departments, which place emphasis on basic research in the several disciplines and on preparing scholars in these disciplines. Their norms establish research and dissemination of valid knowledge through public action and other scholarly and teaching activities as high priority behaviors. They tend to be concerned with the segments of reality which the disciplines have established and to stop short of involvement with the problems of the real world. In this way they build the pool of valid knowledge upon which others draw.

The professional schools are more recent comers to the American university campus. Their concern is with the social problems of man. From applications of the relevant disciplines and through their own research and development activities they build a repertoire of knowledge and skills needed in the practice of the professions, and they transmit these to intended practitioners. Within the realm of their areas of concern they prepare decision makers. The professional must both know and do.

Toynbee (1968) has spoken with clarity of the distinctions between the disciplines and the professions though in a different context. He speaks of man as scientist, with the role of understanding his environment, and man as technologist who attempts to control the environment. This closely corresponds to the allocation of functions within the university system. The disciplines seek to understand, the professional schools to apply and use.

The disciplines and the professional schools also differ on the nature and location of their referent groups. The disciplines tend to look inward within the university and to have as outside referent groups the organized community of the scholars of their discipline. Professional schools, on the other hand, have the referent of the profession and its practitioners. This causes them to look outward towards a broad community of common interest. It also causes them to have to relate to a wide variety of organizations and groups. Their preparation programs will have a field base which in turn takes their attention and presence outward.

In an extremely competent report on Engineering education done at U.C.L.A., Rosenstein (1969) deals with professional schools in general. Unlike other similar studies which tend not to include education in the professional school group, this one makes frequent reference to education. He says, "We consider design to be the essence of engineering and have defined it as an iterative decision-making process that we now recognize as the common discipline of all professions [p. III]."

Since the purposes of the professional schools and of the disciplines are not the same and since the behaviors and orientations are different, there is a strong tendency for the disciplines to be more or less closely knit into one university subsystem and for the professional schools to be loosely associated to form another. No set of expectations and norms which appropriately derives from the one can be expected to be a good fit for the other. Failure to recognize this causes untold difficulties on campuses.

It should be emphasized that what is said here about the respective roles of the disciplines and the professional schools is intended to be analytic and descriptive. It is not intended to be critical or derogatory. For very good reasons, the university hosts within itself the several functions and emphases. The distinctions, or specializations, are necessary and functional.

Professions are based on validated knowledge from the disciplines. To weaken the disciplines would be to undermine the foundations of all professions. Similarly, to expect the professions to do their own basic research would be to invite both duplication of effort and dilution of the quality of professional service.

Few universities have given anything like adequate attention to the question of differential criteria for performance of professors in the disciplines and in the professional schools. Because of numerical superiority, of traditional values, and of a tendency for the professors in the disciplines to give more time to university affairs, the norms frequently are biased in favor of the disciplines. Similarly, where faculty involvement in governance and administration is strong, faculty members often participate in allocating rewards without adequate understanding of the respective value systems and performance expectations of the units from which professors come.

Teacher Education: Discipline or Profession?

For decades teacher education has been the victim of an inability to decisively answer this question. On some campuses it has been a department or division of arts and sciences. On some it has had a separate college status but has been classed with the disciplines within the organization and in the minds of people. On still others the whole institution has claimed to be committed to teacher education. Finally, on some campuses it has had both the status and stance of a professional school.

Undoubtedly there have been myriad reasons for the confused situation. It is beyond the scope of this paper to explore the question. It can be said with confidence, however, that both teacher education and public school education have suffered from the confused situation.

In the opinion of this writer, teaching inherently is a profession. It belongs in the company of the decision makers. It meets the criterion of an important social service, and its decisions are based upon the social and behavioral sciences. To protest that it but poorly meets the criteria for a profession begs the issue and delays the day when the criteria might be adequately met.

To categorize teaching as a discipline is to subject it to the control and the norms of the scholarly disciplines. Under such circumstances it can only suffer by comparison and be condemned in perpetuity to reputations of mediocrity. Professors of education cannot expect to be both scholar to the level of those in the disciplines and professional to the level of the other professional schools; to attempt to do so is to invite low status in both.

The fact that teachers must study a discipline in order to teach within a specialized area should never be permitted to obscure the issue. The difference between a scholar and a professional educator is pedagogy.

Some areas of concern within universities require collaborative effort between academic departments and professional schools. Traditionally teacher education is seen in this way. It is popular to speak of teacher education as "an all-university function." Both the American Association of Colleges for Teacher Education and the National Council for Accreditation of Teacher Education work from this assumption. Some programs within the U.S. Office of Education speak of "parity," and this has been interpreted by some as involving equal concern and responsibility.

The reality is that teacher education is a high priority concern of the professional school of education and a low order priority for the disciplines. Under such circumstances, "marriages" are bound to fail. Such collaborative relationships as can be arranged will tend to be expedient and transient. The professor from the disciplines who chooses to involve himself in teacher education will, in most all cases, find himself receiving a slim share of the rewards and recognitions of his department. He simply is not doing what is valued. No amount of effort is likely to change this on an enduring basis.

The consequence is that, parity notwithstanding, the burden of producing and maintaining collaborative relationships falls on teacher education. Much of its energies often are expended in the effort.

THE PROFESSION AND TEACHER EDUCATION

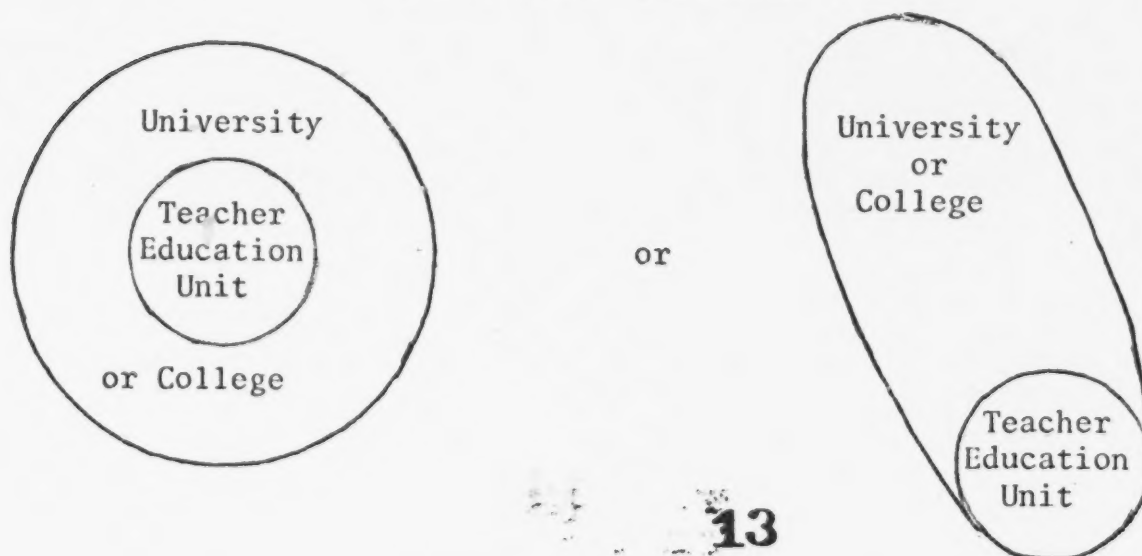
Systems create subsystems to achieve their purposes. They assign them responsibilities and hold them accountable for achieving what is expected.

(It appears defensible to state that a system is accountable only to its suprasystem[s]. This would be a principle of accountability.)

(It appears equally defensible to state that effective systems are responsive to the other systems to which they relate even though they are not accountable to them.)

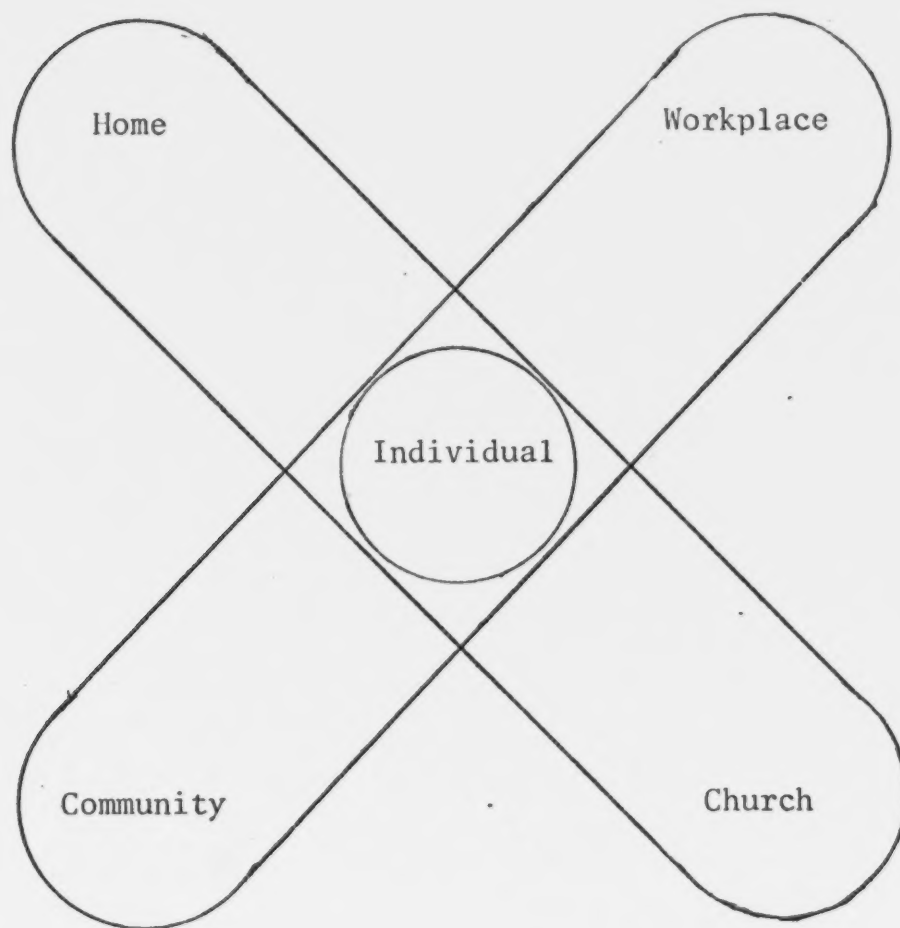
Clearly teacher education as we know it is a subsystem of the college or university system which establishes and supports it [See Figure VIII].

FIGURE VIII. SUBSYSTEM



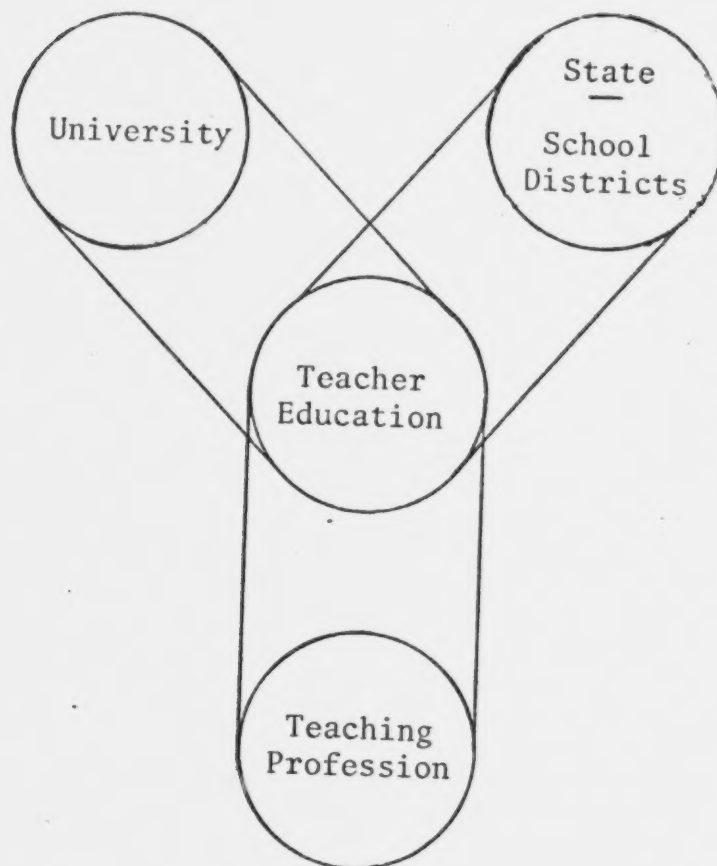
A system may have more than a single suprasystem, however. For example, a person may be a subsystem of the family, the church, the community, the workplace, and still other systems. Each of these has norms by which attempts are made to control and influence his behavior. Similarly institutions or organizations may have more than a single suprasystem to which it is accountable and from which it is controlled [See Figure IX].

FIGURE IX. ONE SYSTEM; MULTIPLE SUPRASYSTEMS



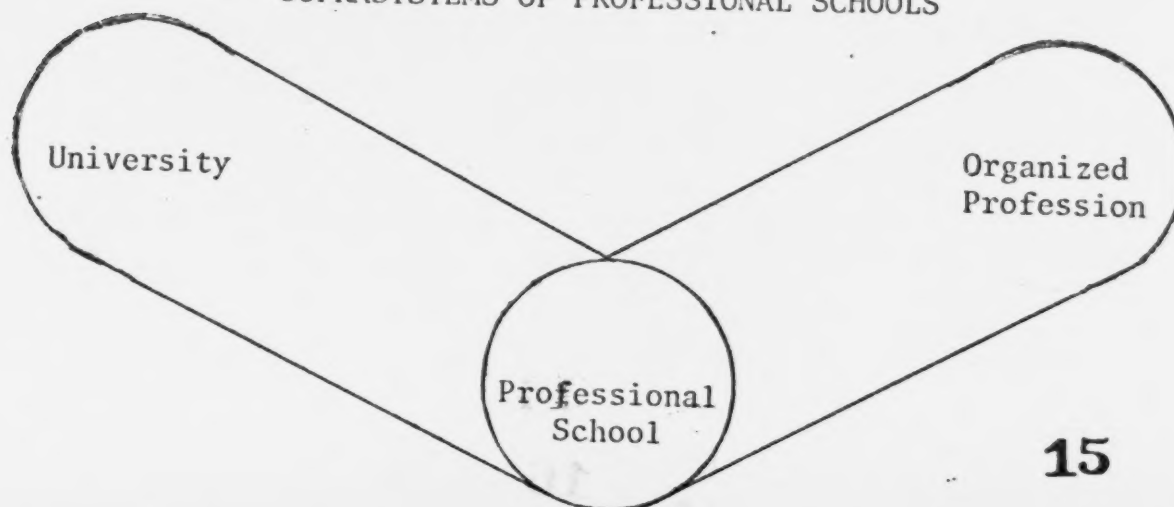
Teacher education may have more than a single suprasystem. These may include governmental units such as the state or local schools. Still another possibility is the organized teaching profession. Figure X indicates the three institutions that appear in some degree in some places to be suprasystems of teacher education.

FIGURE IX
TEACHER EDUCATION SUPRASYSTEMS: EXISTING



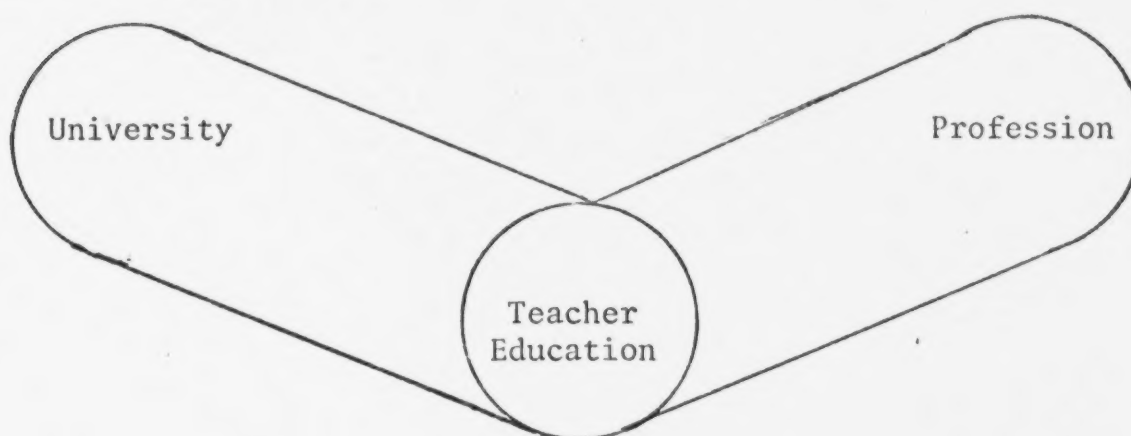
Probably as an accident of history, there is much confusion over what the suprasystems of teacher education ought to be. Other professions have established the system of education for the "profession" on university campuses as relatively autonomous units with the organized profession being an active partner and exercising control and influence [See Figure XI]. The preparation program has been seen as the training arm of the profession. Governmental inputs for the most part have been funds. Licensure has been administered by the state as a matter of practicality and law. The dominant influence both on training and practice has been the profession. Accrediting agencies have been established for purposes of quality control.

FIGURE XI
SUPRASYSTEMS OF PROFESSIONAL SCHOOLS



If education is to develop as a profession and make its optimal contribution, the ambiguity over the control of teacher education should be clarified. It should not be subject to direct control by either the state or the local education units [See Figure XII].

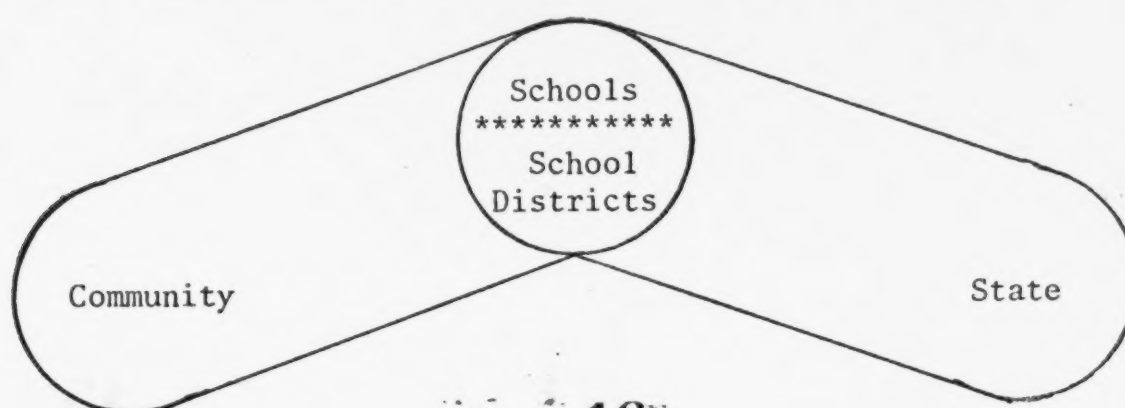
FIGURE XII
TEACHER EDUCATION SUPRASYSTEMS: DESIRABLE



It may be useful to recognize that some see teaching as unique among the professions. The distinction arises from the obvious fact that most professions are established largely on a private practice basis while education is almost exclusively in the public or semi-public domain. This condition raises the possibility that the model of the professions cannot properly be applied. It may be that the difference is indeed critical; professional autonomy may not be attainable where the schools are publicly operated. This writer recognizes the difference but does not accept the position that the difference is critical. The really crucial question is whether teaching can be established on a validated knowledge base (as against conventional wisdom or experience validation) and whether the organized profession can become unified and strong enough to provide the teacher with authority to practice according to the validated knowledge.

The same processes may be employed in examining the role of either schools and school districts or the teacher. In each case the proper suprasystems are identified. Education in this country is a function of the state. School districts are created by the state and thus are a subsystem of the state. The state has provided for community control, however. Thus the local community also is a suprasystem of the school district.

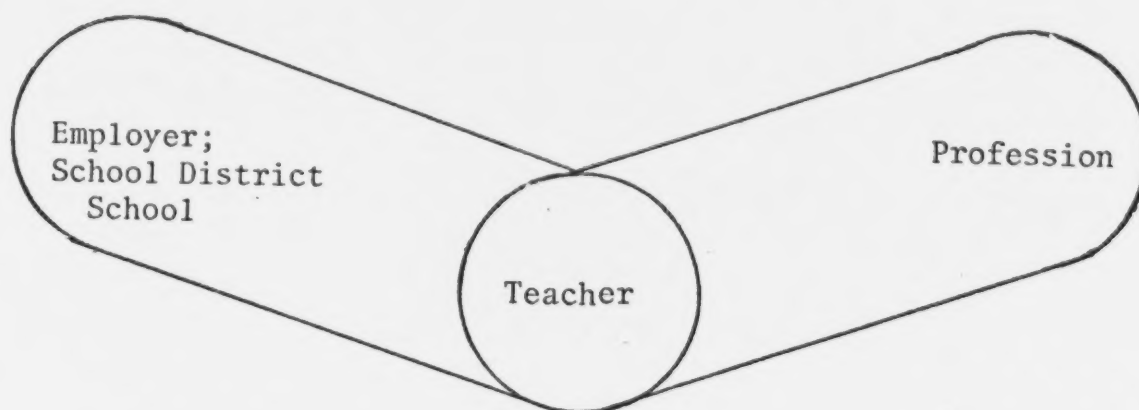
FIGURE XIII. SCHOOL OPERATING UNIT SUPRASYSTEMS



As a member of the teaching profession, the teacher derives authority to teach according to the best knowledge and practice of the profession. He is licensed to practice and his license can be taken from him only for malpractice or incompetence. Clearly, his profession is one of the teacher's suprasystems.

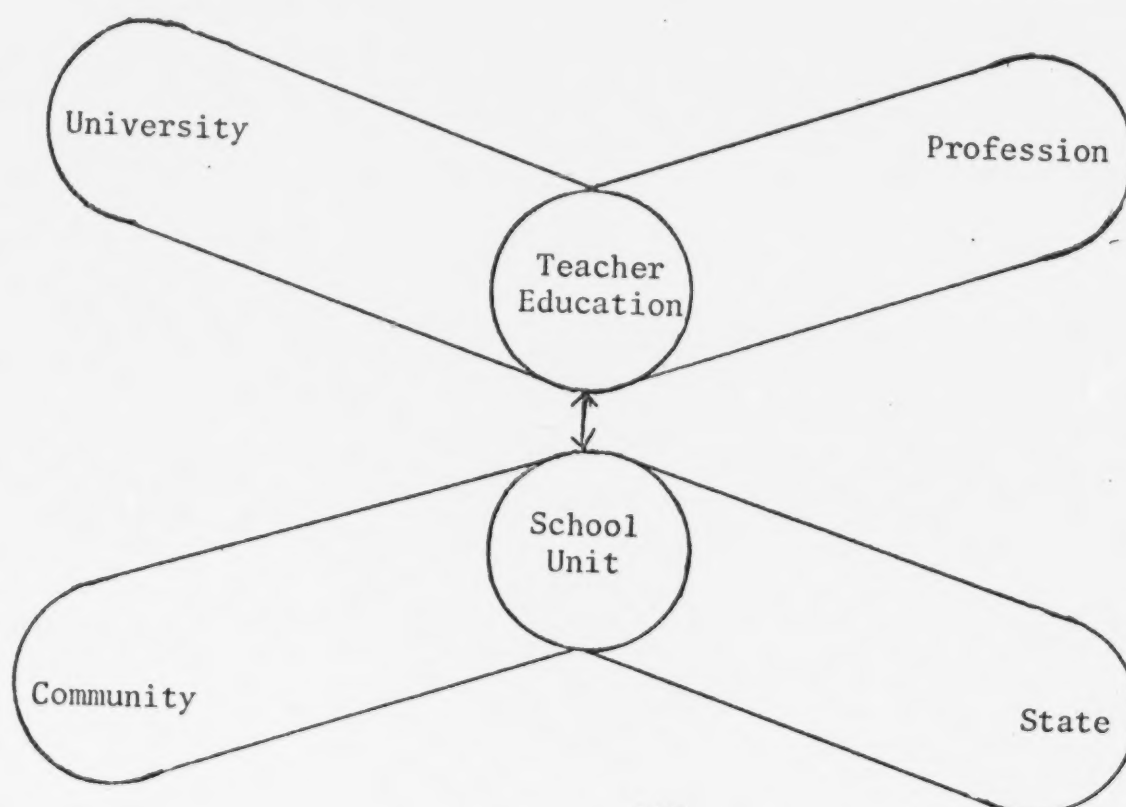
His authority to teach in any particular school district or school comes with his employment. Subject to due process and law, he may be removed if the employer finds him unsatisfactory. Clearly, he is accountable for his performance to the school authorities. Hence the employing unit provides a second suprasystem for the teacher.

FIGURE XIV. TEACHER SUPRASYSTEMS



In attempting to clarify the proper role of each of the relevant systems with respect to teacher education, two diagrams are merged in Figure XV.

FIGURE XV
ACCOUNTABILITY AND RESPONSIVENESS IN TEACHER EDUCATION



It will be observed that in this model, teacher education is responsible to the teaching profession of which it is the training system and to the university or college of which it is an operating subsystem. Schools are responsible and accountable to the communities which they serve and to the state by which they are established. Since the employer of teachers is vitally interested in the quality of teachers and since the schools are needed as teacher training sites, a common interest exists. Each system needs to be responsive to the other. Hence a collaborative relationship is indicated; control is not.

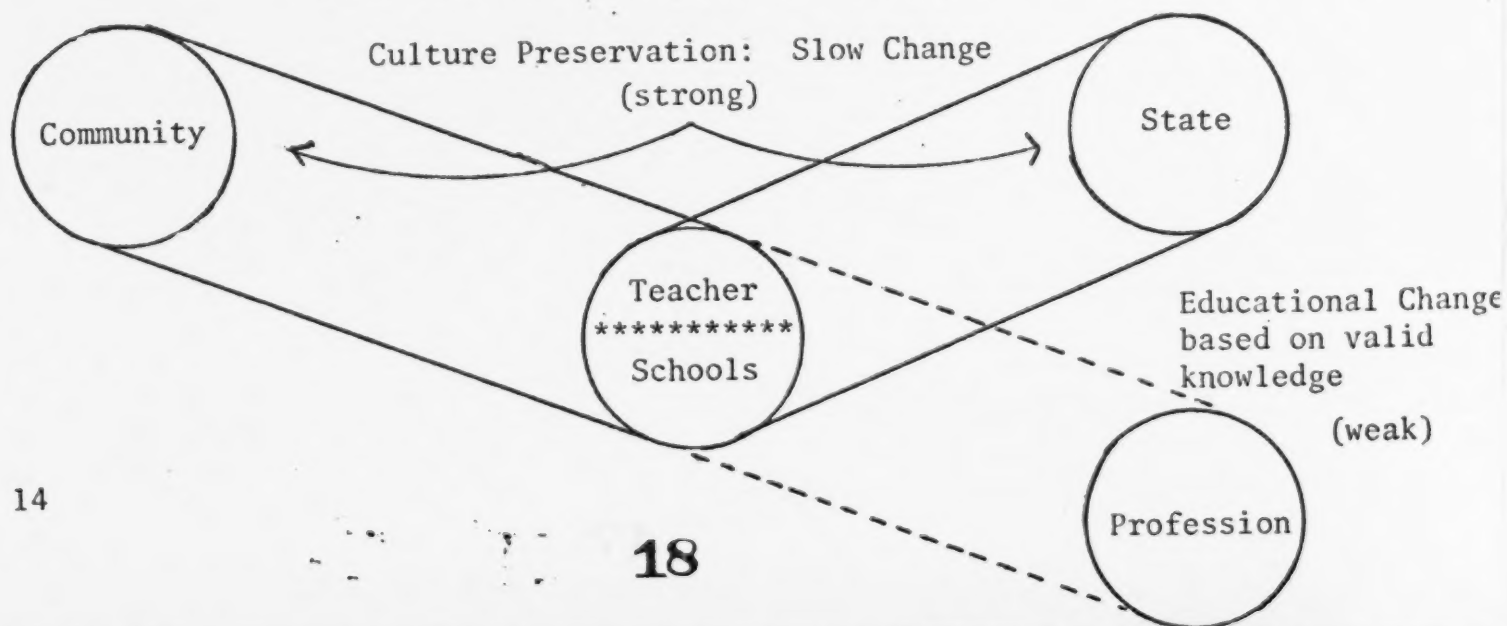
Adaptability in Education

Education is noted for its seeming inability to adapt rapidly enough in times of change. It is a thesis of this paper that this incapacity to adapt is in no small measure a direct function of the organizational or systemic relationships which exist between and among the related and involved systems.

The practitioners of education and the school systems are influenced and controlled by the suprasystems to which they belong. The two major suprasystems exercising influence on education have been the community and the state. Each of these is a highly conservative influence. Communities have long viewed schools as an agent of the community and as charged with passing on and preserving the cultural heritage. The state, on the other hand, has been bureaucratic and responsive to the political situation. Thus, preservation has been the primary expectation of the school.

In principle, the professions, being rooted in valid knowledge, are constantly changing as their knowledge and skills base changes. The valid, the proven and tested, is the norm, and practitioners are expected to keep up with developments. They may be deprived of the license to practice if they do not. The organized teaching profession, however, has not developed as a major force to influence teaching practices. These prerogatives have been preempted by the state and local education units. Thus the organized profession turned its attention to union-like efforts to fight for the rights of teachers, leaving to schools and governments the concerns over educational practice. In this way public education deprived itself of the adaptive influence which only a strong profession could supply.

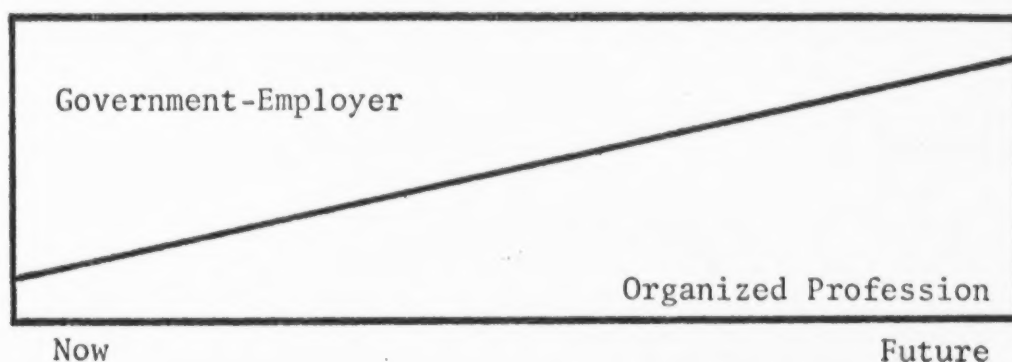
FIGURE XVI. ADAPTABILITY IN EDUCATION



Preservation or Adaptation

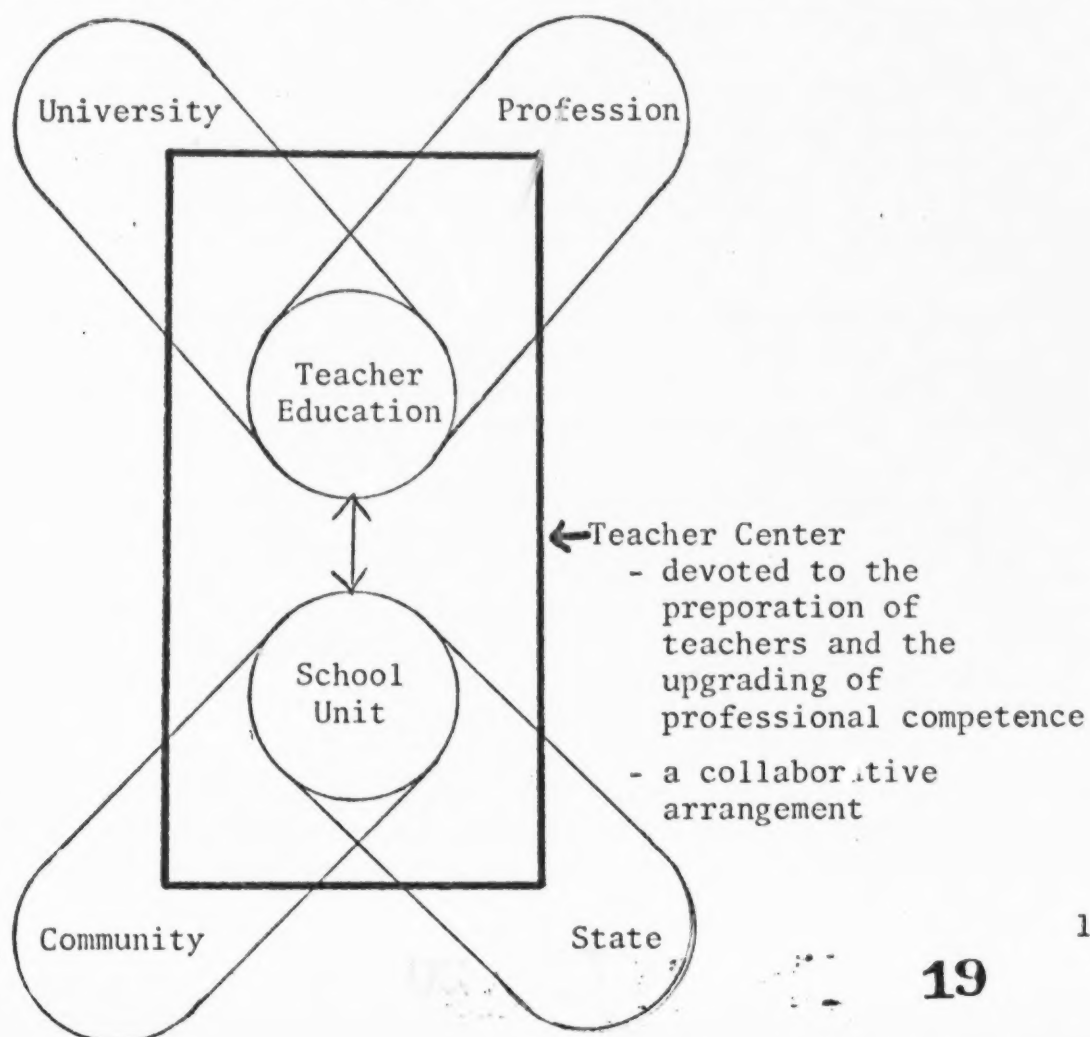
In the interest of sound and adaptive educational practice, the teaching profession should be encouraged to develop its roles and influence in the two areas of teacher preparation and professional competence. Over the years ahead, those concerned with the quality of education and with the survival of our educational institutions should press, as rapidly as possible, for change in these directions.

FIGURE XVII
RESPECTIVE INFLUENCES OF GOVERNMENT-EMPLOYER AND PROFESSION



It should be pointed out that Figure XVII with its accountability relationships and its responsiveness-collaboration features constitutes also a model for the teacher center as it is developing in the U.S. Office of Education and in some states.

FIGURE XVIII. THE EMERGING CONCEPT OF TEACHER CENTER



Involved as major collaborative partners will be the teacher education institution and the local school districts. These two units would conduct the actual programs. Involved in a policymaking body would be representatives of all six of the involved entities [See Figure XVIII].

In connection with the involvement of teachers on policymaking bodies and in other assignments there is great confusion. The confusion arises out of failure to distinguish between the role of teacher as employee and of teacher as professional. In the one case, whether so intended or not, he represents and derives his authority from his employer. In the other, he represents his professional organization. Behaviors in the two roles may be very different. The profession should be recognized as the parent of teacher education. Accordingly it follows that representation of the organized profession is critical. The difference between having teachers on committees, boards, and commissions with an employee orientation and without a professional mandate is subtle enough to have escaped attention in the past. It should not be perpetuated.

Preservice and In-service Education

Day by day the pressures mount for much enlarged opportunities for re-education and re-tooling of teachers. A sharp escalation in the pace of educational change is responsible in part. Additional emphasis arises from the necessity of doing better what schools have long been doing.

As the needs for continuing educational opportunities become clearer, as outside resources are fed in, and as school systems begin to respond to the demand, the need for clarification of responsibility increases. In this connection it is helpful to recognize the different kinds of education which teachers receive. There appears to be four overlapping in practice but conceptually separate kinds:

1. General enculturation. The teacher receives a liberal education in the same way as do other educated citizens. Within the formal university training system, this characteristically is located within the college of arts and sciences and is designated as general or liberal education.
2. Academic specialization. This part of the program extends general education into depth in one or more teaching fields. Characteristically, this, too, is the responsibility of arts and sciences, particularly for secondary teachers.
3. Professional socialization. Here the preparation is designed to provide the candidate with the knowledge, behaviors, and skills needed by a teacher in his professional or pedagogical role. The program accords to the specifications of the profession. Professional socialization continues throughout the entire career of the teacher; this same situation characterizes all professions though the methods of accomplishment differ.
4. Employment socialization. This comprises the efforts by the employing school or school system to prepare the teacher for the particular conditions or expectations he will meet in his assignment. If, for

example, the district is to adapt the Initial Teaching Alphabet, it will have to help the teacher learn to use it since the initial preparation of many of the teachers probably did not include it.

Schools systems participate in the several preparation endeavors in several ways.

1. They provide training opportunities for students in teacher education programs. This represents collaboration with the training institution.
2. They operate or contract for in-service education programs of the employment socialization type. This is an employer responsibility.
3. As a fringe-benefit, they assist teachers in pursuing their own career training objectives by granting sabbatical leaves, paying tuition, sending to conferences, etc. Policies in connection with these activities may be arranged through negotiation with the professional organization, but they are administered by the district.
4. They provide financial support for professional association-sponsored learning opportunities.

It is important for school systems to identify and maintain their proper roles. There are some employment socialization opportunities which they can provide. In all other training opportunities for their teachers, they are, out of their own intelligent self-interest, providing assistance to the professional or the individual. They should not accept responsibility for the teacher's professional socialization; to do so undermines further the strength of the profession and its members.

It is equally important that the profession and the individual act in such a way as to maintain a high level of professional competence in each individual who is licensed and employed. The more the profession holds itself and its members accountable for performance, the less it is subject to employer control.

Across the nation there is mounting concern over the ability of the professions to have their members keep up with fast-moving developments. Some, including Ralph Nader regarding the medical profession, are calling for periodic recertification. The profession, including teacher education, should not wait for governmental action on this problem. If it does, it will just 'lose another round'.

Some Propositions Which Seem To Follow

1. Education should be viewed as the training function of the teaching profession.
2. On the college or university campus, education should be viewed as a professional school, sharing this with other professional schools such as engineering, law, and medicine. It should not ever be subordinate to another academic unit.

3. There should be considerably less emphasis on teacher education as an all-university function.
 - a) The teacher education subsystem is the one with primary responsibility for the professional preparation of teachers.
 - b) Other university subsystems with a role in teacher education (the disciplines) are no more critical to teacher education than they are to the other professional schools. They provide instructional service to the professional schools.
 - c) Effectively, requiring education to jointly provide for the education of teachers with other units which have less interest and conflicting purposes makes education dependent and makes it responsible for behaviors over which it has no control.
4. The organized teaching profession should be actively encouraged to accept its role as the major suprasystem of teacher education.
 - a) It should be strongly represented on the governing bodies of teacher education and viewed as full partners with the faculty of teacher education.
 - b) It should, in the inevitable early contests with school units and the state, be strongly supported by the universities.
5. Accountability and responsiveness should be sharply defined and applied on the basis of suprasystems and related systems.
 - a) Accountability is to the suprasystem.
 - b) The profession should become the dominant system both for teacher education and for teachers. The university and the employers should accept this as a desirable reality.
 - c) Teacher education and the profession should be responsive to the needs and preferences of states and communities. They should, however, be guided by the validated knowledge of the profession in making such accommodations.
6. As the organizational systems for teacher education--both preservice and continuing--are redesigned, every effort should be made to strengthen the profession and to reduce local and state governmental responsibility.

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